

Message Text

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ACTION IO-14

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SUBJECT: CERP 0008 - EVALUATION OF UN ASSISTANCE PROGRAM

REF: STATE A2507, LUSAKA 1287

1. THE UNITED NATIONS DEVELOPMENT PROGRAM IN ZAMBIA ACCOUNTS FOR APPROXIMATELY 15 PERCENT OF ALL TECHNICAL ASSISTANCE RECEIVED FROM THE DONOR COMMUNITY. ONLY THE UNITED KINGDOM, THROUGH THEIR "TOPPING UP" SYSTEM, PROVIDES A GREATER SHARE OF SUPPORT OF THIS TYPE THAN THE UNDP. UNDP ASSISTANCE IS GEARED TO PRIORITIES ESTABLISHED IN ZAMBIA'S 5 YEAR DEVELOPMENT PLANS. A UNDP TECHNICAL SUPPORT TEAM ACTS CLOSELY WITH THE ZAMBIAN DEVELOPMENT PLANNING COMMISSION IN AN ADVISORY CAPACITY AND IN THIS ROLE IS ABLE TO FORMULATE A UNDP PROGRAMME WHICH MATCHES THAT ESTABLISHED BY THE GRZ.

2. THE UN'S BUDGETARY CONSTRAINTS HAVE CAUSED SOME DELAY IN EXECUTION OF CERTAIN PROGRAMS OR PROJECTS AND A RE-EVALUATION OF THE UTILITY OF OTHERS. THE UNDP'S MANAGERIAL EFFECTIVENESS IS LIMITED SOMEWHAT BY THE MANAGERIAL LIMITATIONS OF THE HOST COUNTRY. RECRUITMENT OF LOCAL PERSONNEL HAS BEEN A PRIORITY PROJECT OF THE UNDP IN ZAMBIA BUT THE LIMITED AVAILABLE IN
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COUNTRY MANPOWER RESOURCES MAKE THE TASK DIFFICULT. LOCAL OFFICIALS HAVE OVERCOME A CERTAIN AMOUNT OF DISTTRUST OF THE UN AND ARE NOW MORE COOPERATIVE THAN IN THE PAST. THE IDEA OF A DONOR S CONFERENCE IN ZAMBIA HAS BEEN PROPOSED BY THE UNDP, AND GRZ OFFICIALS HAVE NOT REJECTED THE SUGGESTION THROUGH THERE IS STILL SOME SUSPECION ON THEIR PART.

3. THE UNDP MAINTAINS CLOSE INFORMAL CONTACT WITH MOST OF THE BILATERAL AID DONORS AND CLOSE FORMAL CONTACT WITH THE GOVERNMENT TO REVIEW PROGRAMS AND PROJECTS. BUDGET LIMITATIONS HAVE MADE THE REVIEW PROCESS AN ONGOING MATTER AND, BY NECESSITY, HAVE RESULTED IN ELIMINATION OF MARGINAL PROJECTS AND EMPHASIS ON PROJECTS WHICH HAVE SHOWN DEVELOPMENT IMPACT POTENTIAL. THE UN RESIDENT REPRESENTATIVE AND DEPUTY COOPERATE FULLY WITH THE EMBASSY IN AN EXCHANGE OF INFORMATION AND IN AN EFFORT TO COORDINATE MULTILATERAL AND BILATERAL ASSISTANCE AND PROJECT FORMULATION.

4. THE 1977-81 UNDP COUNTRY PROGRAM FOR ZAMBIA PLACES EMPHASIS ON RURAL DEVELOPMENT, MANPOWER TRAINING, AND PUBLIC ADMINISTRATION, AREAS OF MAJOR IMPORTANCE TO ZAMBIA'S DEVELOPMENT GOALS AND PRIORITIES. THE UNDP'S ANNUAL REPORT OF ASSISTANCE TO ZAMBIA IS THE ONLY DOCUMENT AVAILABLE SHOWING THE TYPE AND SCOPE OF ASSISTANCE RECEIVED. AS SUCH, THE DOCUMENT PROVIDES EXCELLENT BACKGROUND MATERIAL FOR THE PREPARATION OF ASSISTANCE PROJECTS BY THE UNDP ITSELF AND BY BILATERAL DONORS AS WELL. THE PREPARATION OF THE 1977-81 PROGRAM WAS MADE MORE DIFFICULT BY THE DELAY IN THE PREPARATION OF ZAMBIA'S OWN THIRD NATIONAL DEVELOPMENT PLAN BUT THE CLOSE COOPERATION BETWEEN THE UNDP AND GRZ ENABLE THE UNDP TO PREPARE A PROGRAM IN KEEPING WITH THE NOW IN DRAFT-STAGE DEVELOPMENT PLAN. WHILE THE CONCEPT OF "NEW DIMENSIONS" WAS INCORPORATED INTO THE COUNTRY PROGRAMMING, THE SIGNIFICANCE OF THE FEATURE CANNOT YET

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BE JUDGED. ZAMDWA BUDGETARY AND MANPOWER CONSTRAINTS WILL SOMEWHAT LIMIT THEIR PARTICIPATION IN THE "NEW DIMENSIONS" CONCEPT BUT AT THE SAME TIME WILL PROVIDE INCENTIVE FOR THE UNDP TO EXPLORE AND IMPLEMENT NEW APPROACHES AND TECHNIQUES. CLEARLY, THE BUDGETARY CONSTRAINTS NOW FACED BY THE UNDP WILL ALSO PLAY A ROLE IN SHAPING THE IMPLEMENTATION OF THESE SO CALLED "NEW DIMENSIONS" AS IT HAS IN SHAPING THE 1977-81 PROGRAM ITSELF.

5. THE UN RESIDENT REPRESENTATIVE BY VIRTUE OF HIS ROLE IS THE FOCAL POINT FOR COORDINATION OF ASSISTANCE TO ZAMBIA. WHILE THIS ROLE HAS BEEN NECESSARY INFORMAL BECAUSE OF A CERTAIN AMOUNT OF SUSPICION BY THE GRZ, IT IS NONETHELESS IMPORTANT. THE NEWLY CREATED DEVELOPMENT PLANNING COMMISSION TOGETHER WITH THE MINISTRY OF ECONOMIC AND TECHNICAL COOPERATION SERVE AS THE CLEARING HOUSES FOR ASSISTANCE. PROGRAMS AND PROJECTS ARE COORDINATED AND PLANNED BY THESE ENTITIES. THE UNDP AND RESIDENT REPRESENTATIVE HAVE ONGOING CONTACT AND DISCUSSION WITH OFFICIALS WITHIN THESE ORGANIZATIONS, AND IT IS BY THIS INFORMAL MECHANISM THAT DEVELOPMENT ASSISTANCE IS COORDINATED. THE UN RESIDENT REPRESENTATIVE IS ACCEPTED AS THE KEY PERSONAGE IN COORDINATING MULTILATERAL ASSISTANCE

TO ZAMBIA AND GRZ OFFICIALS USE THE UNDP PROGRAM AS THE CORNER-STONE ON WHICH THEY HAVE THEIR REQUESTS FOR BILATERAL ASSISTANCE. IT SHOULD BE NOTED HOWEVER, THAT BILATERAL DONORS OFTEN MAKE OFFERS TO ZAMBIA WITHOUT CONSIDERATION OF THE SUPPORT BEING RECEIVED FROM OTHER COUNTRIES OR AGENCIES, AND SOME BILATERAL PROGRAMS ARE THUS NOT PART OF ANY DISCERNIBLE INTEGRATED PROGRAM. THIS COULD BE AVOIDED BY BETTER CONTACT WITH THE UNDP BUT THE RESPONSIBILITY HERE IS WITH THE BILATERAL DONOR, NOT THE UNDP WHICH MUST ACT WITHIN CERTAIN LIMITS TO AVOID CONFLICT WITH THE GOVERNMENT OF ZAMBIA.

6. THERE IS EMPHASIS ON WOMENS INVLOVEMENT IN THE UNDP PROGRAM FOR ZAMBIA.

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UM ZAMBIA'S CURRENT AND CONTINUING ECONOMIC MALAISE AND ITS GROWING DEPENDENCE ON DEVELOPMENT ASSISTANCE MAKE ANY COMMENT ON SELF-RELIANCE AND MUTUAL SELF-HELP MEASURES PREMATURE. CLINGERMAN

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